

UNITED STATES OF AMERICA

FOOD AND DRUG ADMINISTRATION

CENTER FOR DEVICES AND RADIOLOGICAL HEALTH

JOINT MEETING OF THE
DENTAL PRODUCTS AND
EAR, NOSE AND THROAT DEVICES PANELS

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OPEN SESSION

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WEDNESDAY,
OCTOBER 6, 2004

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The panels met at 8:30 a.m. at the Hilton
Washington, D.C./North, 620 Perry Parkway,
Gaithersburg, Maryland, DR. A. JULIANNA GULYA, Chair
of the ENT Panel, presiding.

PRESENT:

ENT PANEL:

A. JULIANNA GULYA, M.D., Chair
KAREN H. CALHOUN, M.D., FACS, Consultant
R. MICHAEL CROMPTON, J.D., M.P.H., RAC, Industry
Representative
HERMAN A. JENKINS, M.D., Voting Member
ERIC A. MAIR, M.D., Consultant
LISA A. ORLOFF, M.D., Consultant
CAROLYN R. STERN, M.D., Consumer Representative
DAVID J. TERRIS, M.D., Consultant
GAYLE E. WOODSON, M.D., Consultant
SARA M. THORNTON, Executive Secretary

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PRESENT (Continued):

DENTAL PRODUCTS PANEL:

JON B. SUZUKI, D.D.S., Ph.D., M.B.A., Chair
B. GAIL DEMKO, D.M.D., PC, Consultant
ELIZABETH S. HOWE, Consumer Representative
KASEY K. LI, D.D.S., M.D., Consultant
DANIEL R. SCHECHTER, ESQ., Industry
Representative
DOMENICK T. ZERO, D.D.S., M.S, Voting Member
JOHN R. ZUNIGA, Ph.D., D.M.D., Voting Member

FDA REPRESENTATIVES:

A. RALPH ROSENTHAL, M.D., Director, Division of
Ophthalmic and ENT Devices
M. SUSAN RUNNER, D.D.S., M.A., Chief, Dental
Devices Branch, Captain, USPHS
ERIC A. MANN, M.D., Ph.D., Chief, ENT Devices
Branch, Captain, USPHS
HEATHER S. ROSENCRANS, Director, Premarket
Notification Staff
KEVIN P. MULRY, D.D.S., M.P.H., Dental Officer -
Dental Devices Branch

I-N-D-E-X

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(8:39 a.m.)

CALL TO ORDER

CHAIRPERSON GULYA: I now call this joint meeting of the Food and Drug Administration Center for Devices and Radiological Health joint meeting of the Ear, Nose, and Throat Devices Panel and Dental Products Panel into session.

I see we have a number of individuals who are interested in today's meeting regarding the prescription versus the over-the-counter use devices intended to treat snoring and/or obstructive sleep apnea. And I am very appreciative of that.

I think we will quickly go around the table and perform introductions here, starting on my left here.

DR. ROSENTHAL: Ralph Rosenthal. I'm the Director of the Division of Ophthalmic and ENT Devices.

DR. RUNNER: I'm Susan Runner. I'm the Branch Chief of Dental Devices and the Deputy Director of the Division of Anesthesia, General Hospital and

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1 Infection Control Devices.

2 DR. DEMKO: Gail Demko. I'm a consultant
3 to the Dental Products Panel.

4 DR. CALHOUN: Karen Calhoun. I'm an
5 otolaryngologist at the University of Missouri.

6 DR. TERRIS: Dave Terris. I'm a
7 consultant as well. I'm at the Medical College of
8 Georgia.

9 DR. WOODSON: Gayle Woodson,
10 otolaryngologist, consultant, Southern Illinois
11 University in Springfield, Illinois.

12 DR. ORLOFF: Lisa Orloff, consultant to
13 the ENT Devices Panel from University of California,
14 San Francisco.

15 DR. MAIR: Eric Mair, otolaryngologist
16 from Wilford Hall in San Antonio, Texas.

17 MEMBER ZUNIGA: I'm John Zuniga. I'm a
18 member on the Dental Panel from UNC, North Carolina.

19 CHAIRPERSON GULYA: Julie Gulya. I'm at
20 the National Institute on Deafness and Other
21 Communication Disorders.

22 EXECUTIVE SECRETARY S. THORNTON: Sara

1 Thornton, Executive Secretary for the Ear, Nose, and
2 Throat Devices Panel.

3 MEMBER SUZUKI: Jon Suzuki, Dental
4 Products Panel, Associate Dean at Temple University.

5 MEMBER JENKINS: Herman Jenkins,
6 Otolaryngology, University of Colorado.

7 DR. LI: Kasey Li, consultant from
8 Stanford Sleep Disorders Clinic.

9 MEMBER ZERO: Domenick Zero, Dental
10 Products Panel, Associate Dean for Research, Indiana
11 University School of Dentistry.

12 DR. STERN: Carolyn Stern, family
13 physician, consumer rep for the ENT Panel.

14 MS. HOWE: Betsy Howe, consumer rep for
15 the Dental Panel.

16 MR. SCHECHTER: Dan Schechter, industry
17 representative for the Dental Panel.

18 MR. CROMPTON: And Mike Crompton, industry
19 rep for the Ear, Nose, and Throat Devices Panel.

20 CHAIRPERSON GULYA: Okay. Thank you very
21 much. Without further ado, I will turn it over now to
22 Ms. Sally Thornton, our Executive Secretary.

INTRODUCTORY REMARKS

EXECUTIVE SECRETARY S. THORNTON: Good morning. On behalf of FDA, I would like to welcome you to the very first joint meeting of the Dental Products and Ear, Nose, and Throat Devices Panels in the Twenty-First Century.

(Laughter.)

EXECUTIVE SECRETARY S. THORNTON: Before we proceed with today's agenda, I have a few short announcements to make. I would like to remind everyone here to sign in on the attendance sheet in the registration area just outside the meeting room. All public handouts for today's meeting are available at the registration table.

Messages for panel members and FDA participants, information or special needs should be directed through Ms. AnnMarie Williams, who is available in the registration area. The telephone number for calls to the meeting area is (301) 977-8900.

In consideration of the panel and the agency, we ask that those of you with cell phones and

1 pagers either turn them off or put them on vibration
2 mode while in this room and make your calls outside
3 the meeting area. We strive to make this a cell
4 phone-free room.

5 Lastly, will all meeting participants
6 please speak into the microphone and give your name
7 clearly so that the transcriber will have an accurate
8 recording of your comments.

9 At this time, I would like to extend a
10 special welcome and introduce again to the public and
11 the panel and the FDA staff new panel consultants who
12 are with us at the table for the first time: Dr. Gail
13 Demko from the Dental Panel, Dr. Kasey Li from the
14 Dental Panel, Dr. Eric Mair from the ENT Panel, Dr.
15 Lisa Orloff from the ENT Panel, Dr. David Terris from
16 the ENT Panel, and Dr. Carolyn Stern, the consumer rep
17 for the ENT Panel. Those folks are joining us today
18 for the first time.

19 There are two other announcements of note
20 that I would like to make at this time. The first is
21 to recognize that ENT Panel voting members, Dr.
22 Julianna Gulya on my left here, who is Chair; Dr.

1 Herman Jenkins; and also Dr. Howard Francis, who is
2 not with us today, and ENT industry rep, Mr. Michael
3 Crompton, will serve on the ENT Panel today for the
4 last time in that capacity. Their term expires on
5 October 31st of this year.

6 We want them to know that their dedication
7 to the work of the panel has been much appreciated.
8 And we are very grateful for their willingness to
9 serve. FDA owes you a resounding thank you for all
10 you have given us. And we will be sending you a
11 special remembrance for your service. Please join me
12 in thanking them.

- 13 (Applause.)

14 EXECUTIVE SECRETARY S. THORNTON: The
15 second is to announce the voting members who will
16 begin their terms on 11-1-2004. They are Drs. Eric
17 Mair and Lisa Orloff, whom you have just met, and Dr.
18 Kathleen Sie, who is with the University of Washington
19 in the Children's Hospital Medical Center in Seattle,
20 Washington. Dr. Mair will be the new panel chair.

21 CONFLICT OF INTEREST STATEMENT

22 EXECUTIVE SECRETARY S. THORNTON: Now I

1 would like to proceed with the reading of the conflict
2 of interest statement for this meeting. "The
3 following announcement addresses conflict of interest
4 issues associated with this meeting and is made part
5 of the record to preclude even the appearance of an
6 impropriety. To determine if any conflict existed,
7 the agency reviewed the submitted agenda for this
8 meeting and all financial interests reported by the
9 committee participants.

10 "The conflict of interest statutes
11 prohibit special government employees from
12 participating in matters that could affect their or
13 their employers' financial interests. To determine if
14 any conflict existed, the agency reviewed the
15 submitted agenda for this meeting and all financial
16 interests reported by the committee participants.

17 "The agency has no conflicts to report for
18 today's agenda. However, we would like to note for
19 the record that the agency took into consideration
20 certain matters regarding Drs. Gail Demko, Eric Mair,
21 and David Terris. They reported interests in firms at
22 issue but in matters not related to today's agenda.

1 The agency has determined, therefore, that they may
2 participate fully in all discussions.

3 "In the event that the discussions involve
4 any other products or firms not already on the agenda
5 for which an FDA participant has a financial interest,
6 the participants should excuse him or herself from
7 such involvement, and the exclusion will be noted for
8 the record.

9 "With respect to all other participants,
10 we ask in the interest of fairness that all persons
11 making statements or presentations disclose any
12 current or previous financial involvement with any
- 13 firm whose products they may wish to comment upon."

14 Thank you, Dr. Gulya.

15 CHAIRPERSON GULYA: Thank you very much,
16 Sally.

17 While proceeding along on our agenda, we
18 will next hear from Dr. Eric Mann, who is the Chief of
19 the Ear, Nose, and Throat Devices Branch.

20 BRANCH UPDATES

21 DR. MANN: Good morning, distinguished
22 panel members, FDA colleagues, and guests. The last

1 meeting of the Ear, Nose, and Throat Devices Panel
2 occurred in August of 2002. And we would like to take
3 this opportunity to give you a brief update on the
4 branch and some of its activities since that last
5 meeting.

6 We have had a number of staffing changes
7 within the branch recently. Aside from myself as
8 Branch Chief, we have Ms.
9 Karen Baker as our nurse consultant. We have two
10 audiologist reviewers: Ms. Teri Cygnarowicz and Dr.
11 James Kane. Dr. Vasant Malshet is our branch
12 toxicologist.

13 And we are very pleased and privileged to
14 have two new reviewers within our branch as of last
15 fall. Dr. Srinivas Nandkumar is an electrical
16 engineer with signal processing background. And Dr.
17 Antonio Pereira is a practicing otolaryngologist/head
18 and neck surgeon, who also serves as a part-time
19 medical officer for our branch. And Dr. Pereira takes
20 over for Dr. Sid Jaffee, whom some of you may recall
21 has served our branch so well for the past years. We
22 wish Dr. Jaffee well in his retirement.

1 We have had one original PMA approved
2 since the last panel meeting. The Karl Storz
3 autofluorescence system was approved in December of
4 2002 for the indication of use of white light in
5 autofluorescence bronchoscopy to identify and locate
6 abnormal bronchial tissue for biopsy and histological
7 evaluation.

8 The target patient populations for this
9 new device are patients with suspected bronchogenic
10 carcinoma, those previously diagnosed with lung
11 cancer, and those patients who demonstrate abnormal
12 sputum cytology, abnormal chest X-ray, CT scan, or
13 other similar technology.

14 Here is a photograph of the entire
15 autofluorescence system. On the left, you can see
16 consists of a bronchoscope, a light source with a
17 variety of filters, a camera, and a video output
18 display monitor on the top. On the upper right-hand
19 photograph, you see a photograph of the lower airways
20 with white light used during a traditional white light
21 bronchoscopy.

22 Below that, you see the same area

1 illuminated with the autofluorescence mode of the
2 system. And you can see several areas of reduced
3 autofluorescence, which indicate possible areas of
4 abnormality and may require biopsy.

5 We have had quite a number of PMA
6 supplements submitted since the last panel meeting.
7 And I would like to share a few of the more important
8 ones related to cochlear implants.

9 Cochlear Americas received approval for a
10 design change to their electrode for their Nucleus 24
11 contour system. The new electrode is a longer,
12 specialized electrode tip, which is shown here. The
13 new electrode is called the soft-tip electrode. It
14 features an advance off stylet insertion technique.
15 I think you can see the stylet here on the left side
16 of the figure. The new electrode tip is advanced off
17 of that stylet into the cochlea with the aim of having
18 a less dramatic insertion into the cochlea and
19 ensuring a more consistent perimodiolar placement of
20 the new electrode.

21 We also approved an advance off stylet
22 insertion tool in October of 2003. It's shown here on

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1 the left. This insertion tool is to be used with the
2 new electrode and permits the surgeon to use a single
3 hand insertion technique during the implant surgery.

4 MED-EL Corporation received approval in
5 August of 2003 for a medium active electrode array.
6 This new design features contact spacing, which has
7 been optimized for special difficult cases of cochlear
8 implantation, specifically those patients who have
9 cochlear ossification or congenital malformations of
10 the cochlea.

11 Like the standard array, it consists of 12
12 pairs of electrode contacts, but they are compressed
- 13 together at the distal end of the electrode, as shown
14 in this figure here, which facilitates a higher
15 likelihood of complete insertion in these more
16 difficult cases.

17 The company also received approval for an
18 MRI indication. The device can be used with MRI at
19 0.2 tesla field strength. However, proper positioning
20 of the patient within the magnetic field is necessary.
21 And the imaging facility is directed to contact MED-EL
22 prior to the MRI study to ensure that proper

1 procedures are followed during the MRI.

2 Finally, the third manufacturer of
3 implants within the U.S., the Advanced Bionics
4 Corporation, received approval for a major repackaging
5 design change to their implantable cochlear
6 stimulator, shown here on the left. The new
7 stimulator is called the HiResolution Bionic Ear
8 System, or HIRES 90K for short. It features a
9 silicon-embedded titanium case. This is a smaller
10 case compared to the previous generation of the
11 CLARION device, which was made out of ceramic.

12 The agency also granted approved for a new
- 13 HiFocus Helix precurved electrode, which is shown here
14 on the lower left. The electrode achieves this
15 precurved configuration, perimodiolar configuration,
16 within the cochlea after removal of an insertion
17 stylet.

18 Finally, the company received FDA approval
19 for MRI compatibility with their device at field
20 strengths of 0.3 and 1.5 tesla. Prior to the MRI
21 study, the magnet within the implanted device has to
22 be removed. The MRI study is conducted. And then the

1 magnet is replaced with minor surgical procedures.

2 As you may be aware, Advanced Bionics
3 recently issued a worldwide voluntary recall of all
4 unimplanted clarion and high-resolution bionic ear
5 systems. The company undertook this action in
6 response to the finding of moisture within the implant
7 case of explanted devices, devices that had been
8 explanted for either medical reasons or for device
9 failures. In some cases, they were able to link the
10 moisture within the implanted case with the actual
11 device malfunction and failure.

12 The company is currently taking steps to
13 address this by looking at their manufacturing
14 processes, but in the meantime, FDA has worked with
15 the company to draft notification letters for doctors,
16 patients, and hearing health care professionals.
17 These letters went out last week.

18 Of note, FDA is not recommending removal
19 or replacement of normally functioning implanted
20 devices. And the overall failure rate for these
21 devices to date has been relatively low.

22 Finally, I am very pleased to announce

1 that within the next week we will be making available
2 a CDRH cochlear implant Web site, with the Web link
3 here.

4 The target audience for this cochlear
5 implant Web site is current and prospective cochlear
6 implant users, their parents, families, educators, and
7 health care providers who may be involved with these
8 users.

9 The content of the Web site includes
10 information regarding cochlear implant design and
11 function, including some very nice animated graphics,
12 gives details about the cochlear implant surgery, and
13 addresses some frequently asked questions. A very
14 nice feature also is that it provides easy links to
15 FDA regulatory approvals for these devices. So we
16 think this will be a significant contribution to the
17 resources out there available to the public on
18 cochlear implants.

19 This concludes the branch update.

20 CHAIRPERSON GULYA: Thank you very much,
21 Dr. Mann.

22 We do have a very tight morning schedule,

1 but I feel it incumbent upon us to at least be given
2 the opportunity to have some burning questions
3 answered. Are there any such burning questions for
4 Dr. Mann before we proceed to Ms. Rosecrans?

5 (No response.)

6 CHAIRPERSON GULYA: Okay. Great. Ms.
7 Heather Rosecrans, please? I think you were next on
8 our schedule for a presentation. Most of you should
9 have a copy of her slides as a handout.

10 FDA PRESENTATION

11 MS. ROSECRANS: Thank you very much.

12 I'm here this morning to just briefly
- 13 discuss with you a subject that I am sure you are
14 familiar with, which is prescription and
15 over-the-counter use. I just want to give you a few
16 examples and briefly go over the regulations we use to
17 distinguish these two was of regulating and labeling
18 devices.

19 Basically it surrounds adequate directions
20 for use, whether or not there can be adequate
21 directions for use written for a lay person.
22 Generally we're looking at the sixth or seventh grade

1 level, considering how to write that labeling for a
2 lay person, or if adequate directions for use cannot
3 be written for a lay person, it would be considered a
4 prescription device.

5 Our regulations, or actually our labeling
6 regulations, are found in our Code of Federal
7 Regulations in chapter 801. They describe the
8 over-the-counter devices, again those for which
9 directions for use can be written for a lay person, as
10 well as prescription devices, which are exempt
11 technically by our regulations, exempt from adequate
12 directions for use, meaning for a lay person, but
- 13 obviously they have directions for use for the
14 licensed practitioners.

15 We also have what is considered under
16 prescription devices prescription home use. So that
17 would be a prescription device that you send home with
18 the patient to use. for example, prothrombin time
19 tests used in cardiovascular disease are given by the
20 physician to the patient. They pick them up at the
21 pharmacy and then use them in their home and report
22 back to the physician.

1 If a firm had a prescription device and
2 they wanted to market it over the counter, that would
3 require a new application before the agency.

4 And, lastly, I wanted to mention that we
5 do have many devices that are both prescription and
6 over-the-counter. Someone can actually come in to use
7 with a submission for a device that is both
8 prescription and over-the-counter. The distinction
9 would be how they are going to label the product. And
10 obviously they would be packaging it differently as
11 well, but it could be that's the very same device. A
12 good example of this would be pregnancy test kits.

- 13 Okay. So obviously I'm sure you're very
14 aware the over-the-counter devices are available for
15 purchase directly by any lay person or consumer. And
16 they involve self-diagnosis, et cetera. Again, they
17 require adequate directions for use for that lay
18 person.

19 A prescription device -- and this is the
20 definition from our regulation -- is a device which
21 because of any potentiality for harmful effect or the
22 method of its use or the collateral measures necessary

1 to its use, it's not safe except under the supervision
2 of a practitioner licensed by law to direct the use of
3 such a device and, hence, for which adequate
4 directions for use cannot be prepared, again meaning
5 for a lay person. As I just said, they would be
6 exempt for a lay person. And, again, they include
7 those home use devices. That's considered
8 prescription.

9 The labeling that we require in our
10 regulations would be "Caution: Federal law restricts
11 the device to sale by or on the order of a." And
12 that's to be filled in with any one licensed by the
13 state to use that prescription-type product. Okay?

14 And, again, the states enforce these
15 prescriptions, even though the federal law requires
16 the statements. Normally we allow the states to go
17 ahead and enforce them because every state, as I'm
18 sure you are very well-aware, is different in what
19 they allow. And also the method of its application
20 for use has to be addressed.

21 I just wanted to, lastly, just go over a
22 couple of examples for you that you may be familiar

1 with. Recently, I think in September, we just cleared
2 under the 510(k) process, actually, a device that went
3 from prescription to over-the-counter.

4 And there was a public panel meeting in
5 July. Those are the automatic external
6 defibrillators. We just cleared our first
7 over-the-counter one. Previously they were
8 prescription and then prescription home-use. And,
9 again, now we have cleared our first over-the-counter
10 one.

11 I should also let you know that in the
12 510(k) program, which I know you have had training on,
- 13 if a device has been cleared for prescription use and
14 they want to market it as a prescription home use
15 device and they make no other changes to the product,
16 that would just involve they would be adding labeling
17 for the home use environment. That does not require
18 a submission to the agency if it's accepted medical
19 practice in the United States. If in the PMA area it
20 went from prescription to prescription home use, that
21 does require a PMA supplement.

22 A couple of other examples of things that

1 we have in the near recent past cleared as
2 over-the-counter would be the cryotherapy systems for
3 warts have recently gone over-the-counter through the
4 510(k) process. As I said, pregnancy test kits; the
5 prothrombin test again would be prescription home use.
6 Ovulation predictor test several years back went
7 over-the-counter through the 510(k) process.

8 And examples such as over-the-counter
9 strep tests and over-the-counter gonorrhea tests have
10 actually not been allowed to go to market at this
11 time. It was determined the impact on public health
12 was too great and had significant safety and
13 effectiveness concerns. So, therefore, to date we
14 have not allowed those over the counter. But, as you
15 are aware, I am sure, we have allowed the AIDS test to
16 go over the counter. And the risk-benefit decision
17 for that was met before a panel.

18 So that's what I have for you today.

19 Thank you.

20 CHAIRPERSON GULYA: Thank you, Ms.

21 Rosecrans.

22 MS. ROSECRANS: Thank you.

1 CHAIRPERSON GULYA: Are there any
2 questions at all from the panel?

3 (No response.)

4 CHAIRPERSON GULYA: Okay. Thank you very
5 much. Next we will turn to Dr. Mann.

6 DR. MANN: Again, good morning and welcome
7 to our distinguished panel members. This certainly is
8 a rare opportunity for us here at FDA to have access
9 to such a wealth of clinical experience from both the
10 Dental and the ENT Advisory Panels. We very much
11 appreciate your willingness to attend and prepare for
12 this meeting and to share your knowledge with us as we
- 13 consider important regulatory questions related to
14 over-the-counter use of medical devices for the
15 treatment of snoring and obstructive sleep apnea.

16 I would like to open this morning's
17 session by giving you a brief history of the subset of
18 ear, nose, and throat devices which have been proposed
19 and in some cases cleared for over-the-counter
20 treatment of snoring and obstructive sleep apnea.

21 The purpose of this slide is to basically
22 demonstrate that although we have had many devices

1 cleared in the past for indications related to snoring
2 or obstructive sleep apnea, we don't have a single
3 division or branch within the agency that deals with
4 that indication, snoring or obstructive sleep apnea.

5 In fact, we have at least four branches
6 within our office that have been involved in a review
7 of these devices. The Dental Devices Branch obviously
8 would review things like oral appliances, jaw
9 positioning devices, and also an assortment of other
10 devices, such as palatal implants and the Repose
11 tongue base suture system.

12 Our branch, the Ear, Nose, and Throat
13 Devices Branch, has reviewed nasal dilators, cervical
14 pillows, and a category that I will define a little
15 bit later called mandibular support devices.

16 The Anesthesia and Respiratory Devices
17 Branch has regulated the wide variety of CPAP devices
18 currently out on the market, which are obviously a
19 mainstay of OSA treatment.

20 And the General Surgery Devices Branch has
21 regulated devices with more generic surgical
22 applications, such as the lasers and the devices using

1 radiofrequency technology.

2 Now, despite the fact that these devices
3 are all in different branches, I would emphasize that
4 there is extensive formal and informal consultation
5 that goes on between branches if there are clinical or
6 technical issues that arise. And I would also
7 emphasize for the purpose of the panel discussion
8 today, we are not addressing CPAP devices and the
9 surgical devices, which obviously would not be good
10 candidates for an over-the-counter indication.

11 So, with that, I will be focusing my
12 presentation this morning on the three categories up
13 here on the left, which have been proposed for
14 over-the-counter use. So I will begin with the nasal
15 dilator, which is defined within the Code of Federal
16 Regulations as a device intended to provide temporary
17 relief from transient causes of breathing difficulties
18 resulting from structural abnormalities and/or
19 transient causes of nasal congestion associated with
20 reduced nasal air flow. The device decreases airway
21 resistance and increases nasal air flow.

22 These devices were the subject of an ENT

1 Devices Panel classification meeting back in October
2 of 1990. At that time, it was determined that they
3 would be regulated as Class I devices. I would point
4 out that since that time, all of the indications that
5 have been cleared pretty much have been
6 over-the-counter indications. And the early
7 indications mainly focused on things like reduction in
8 nasal airway resistance and increase in nasal air
9 flow.

10 This slide illustrates that the regulation
11 also kind of breaks down nasal dilators into internal
12 and external variations. The external variation,
- 13 shown on the left here, basically consists of a skin
14 adhesive coupled to a spring-like material. It is
15 placed over the dorsum of the nose and pulls the
16 lateral walls of the nose out laterally to expand the
17 nasal airway over the region of the nasal valve. Here
18 is an example of one, the Breathe Right Nasal Strip,
19 which most of us are familiar with.

20 We also have a variety of internal nasal
21 dilators, a good example being the Breathe With Eez
22 nasal dilator shown here. It is a stainless steel

1 wire frame that is inserted into the nostril and
2 basically supports and expands the distal nasal
3 airway.

4 We also have on the market a device called
5 Breathe EZ, which again goes into the nostril but in
6 this time it's actually straddling the columella and
7 compressing the septum bilaterally.

8 Finally, I would call your attention to
9 the Nozovent device here at the bottom, which consists
10 of a spring-like center strut and two flanges on
11 either side. This is inserted into the nostrils and
12 presses out laterally on the lateral nasal airway to
13 expand the distal nasal airway as well.

14 As I mentioned on the previous slide, the
15 indications for these devices early on basically
16 centered on things like reduction in nasal airway
17 resistance and increases in nasal air flow. But the
18 Nozovent device down here at the bottom was actually
19 the first device that came in seeking an
20 over-the-counter snoring claim.

21 This was back in the early 1990s. The
22 company recognized that the over-the-counter snoring

1 indication consisted a new indication for use, and
2 they did submit a 510(k). Within that 510(k), they
3 presented clinical data to support the safety and
4 effectiveness of the Nozovent device for snoring.

5 While I can't disclose all of the contents
6 of that submission, some of the data used to support
7 the indication have been subsequently published, as
8 shown here and basically showed a reduction in
9 subjective snoring skills and so forth.

10 Based on the clinical data provided, the
11 labeling submitted, and other information within the
12 510(k), it was, in fact, cleared in August of 1991 for
13 an over-the-counter snoring indication. It obviously
14 opened up the doorway for other nasal dilators to come
15 in seeking a similar indication.

16 So following the Nozovent clearance, the
17 FDA policy for nasal dilators seeking a snoring
18 over-the-counter indication has been as follows.
19 Assuming that the device has the same indications for
20 use or very similar technological characteristics to
21 the nose event or another suitable predicate device,
22 no clinical data has been required to support a

1 snoring OTC indication. And typically what has been
2 submitted are things like design specifications,
3 material specifications, and some bench-top testing as
4 appropriate to demonstrate substantial equivalence to
5 that predicate device.

6 However, if there is new technology or new
7 indications for use, they would have to come in with
8 a 510(k) with clinical data. An example of that would
9 be the Breathe Right Nasal Strip. When they came in
10 seeking an OTC snoring claim, that was obviously
11 different technology from the internal nasal dilator
12 with the Nozovent device. So they did submit clinical
- 13 data to support clearance of their snoring claim for
14 over-the-counter.

15 Now, one of the things that happened in
16 the late 1990s was the passage of the Food and Drug
17 Modernization Act. And under the provisions of this
18 act, the vast majority of Class I devices became
19 exempt from pre-market or 510(k) notification. This,
20 indeed, was the case for nasal dilators as well
21 effective April of 1999. However, I would point out
22 that this exemption is subject to limitations. And

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1 any device which has new technological characteristics
2 or new intended use would still be required to come
3 into the agency with a 510(k) and clinical data to
4 support the indication. I would point out that there
5 have been no obstructive sleep apnea indications
6 cleared for these devices to date.

7 FDA has reviewed the labeling for these
8 products in the past for snoring indications and in
9 general has ensured that the adequate labeling
10 precautions and warnings are included. The exact
11 wording of these precautions and warnings has varied
12 somewhat, but in general they all instruct the patient
- 13 to seek medical attention for any abnormal breathing
14 patterns during sleep, pauses, and breathing, daytime
15 sleepiness, difficulty breathing, gasping, choking for
16 air at night, and so forth, things that would indicate
17 potential for diagnosis of sleep disorder breathing.

18 In addition, the labeling has also
19 included instructions to cease use if there is
20 evidence of skin or mucosal irritation depending on
21 whether it's an internal or external nasal dilator.
22 The consumer is instructed not to exceed the

1 recommended duration of use for the product. And the
2 product has been labeled not for use in individuals
3 under the age of five.

4 I did a quick search of our computerized
5 database of previously cleared nasal dilators that
6 have been cleared for this snoring claim and came up
7 with a quick list of about seven devices that we have
8 within our database, but I would emphasize that since
9 the FDMA was passed, many of the newer devices have
10 not had to come in with a 510(k). So this is clearly
11 not a complete list of nasal dilators out there on the
12 market for snoring.

- 13 So that covers the nasal dilators. I'd
14 like to next move to cervical pillows, which have also
15 been regulated by our branch for these indications.
16 Unlike nasal dilators, we have no classification
17 regulation for cervical pillows for the indication of
18 snoring or obstructive sleep apnea, but the agency has
19 determined that these devices when they're marketed
20 for either a snoring or an OSA indication do fall
21 within the definition of a medical device because
22 they're intended to affect the structure or the

1 function of the body.

2 In the early 1990s, we had quite a few
3 510(k)'s that had come in seeking a snoring
4 indication. Based on the large potential number of
5 510(k)'s that would be coming in, the limited
6 resources of the agency, and the relatively minimal
7 risks associated with the direct use of a pillow, it
8 was decided that FDA would exercise regulatory
9 enforcement discretion for pillows being marketed for
10 the snoring indication. I would emphasize this is for
11 the snoring indication only, not for any other medical
12 conditions, like obstructive sleep apnea.

- 13 So under this regulatory enforcement
14 discretion policy, no 510(k) pre-market notification
15 has been required for pillows just seeking the snoring
16 OTC indication. There's been no enforcement of
17 section 807 of the regulations regarding registration
18 and listing requirements. These devices still are
19 subject to adulteration and misbranding provisions of
20 the Food, Drug, and Cosmetic Act. And FDA has always
21 reserved the right to change this policy if determined
22 to be necessary.

1 Now, this exercise of regulatory
2 discretion has always been contingent upon the sponsor
3 agreeing to some labeling conditions. As I stated
4 before, there can be no other medical claims for the
5 proposed device.

6 In addition, we have insisted that they
7 include these warnings and contraindications,
8 essentially the warnings, instruct the patient to seek
9 consultation with the physician if they have signs or
10 symptoms of obstructive sleep apnea, such as excessive
11 daytime sleepiness or pauses in breathing similar to
12 the labeling for the nasal dilators.

- 13 There were some contraindications that
14 were required in terms of contraindicating patients
15 with heart disease being substantially overweight.
16 And the product had to be labeled for not for use by
17 infants or children and to discontinue use if pain or
18 discomfort results.

19 So this was the policy that was developed
20 in the early 1990s. And since that time, many
21 manufacturers have agreed to abide by these conditions
22 and have been marketing their pillows for snoring OTC

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1 conditions without submission of 510(k)'s to the
2 agency.

3 The first cervical pillow that came to the
4 agency seeking an OSA indication was the
5 PillowPositive II Cervical Pillow. This was back in
6 1999. The sponsor was Life Sleep Systems. They had
7 been one of the companies that had been marketing
8 their pillow for the snoring indication under the
9 terms of the regulatory discretion that I just
10 described. But they did recognize that the OSA would
11 be a new indication for use and came into the agency
12 with the 510(k) seeking a claim for snoring and mild
- 13 obstructive sleep apnea.

14 To support this indication, they submitted
15 clinical data. Again, I can't go into detail about
16 everything within the content of that 510(k), but some
17 of that information has been published as well. I can
18 include the references here. And I think one of these
19 references is actually in the panel briefing packet,
20 basically demonstrating reduction of respiratory
21 disturbance index with use of the pillow compared to
22 baseline conditions.

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1 Based on the clinical evidence supplied
2 within the 510(k), review of the labeling and so
3 forth, this was, in fact, cleared in June of 1999 for
4 both a snoring and mild obstructive sleep apnea
5 indication. This clearance was for prescription use
6 only.

7 There were several instructions regarding
8 measurements that had to be taken of the patient,
9 fitting of the pillow to the individual patient by the
10 health care provider. So it was labeled as a
11 prescription use only, and the sponsor did not request
12 over-the-counter indication for this pillow.

13 The labelling for the patient did, in
14 fact, contain the same warnings and contraindications
15 that we have prescribed previously for snoring pillows
16 and nasal dilators.

17 Now, since that time, we have had two
18 cervical pillows that have also been cleared for a
19 mild obstructive sleep apnea indication in addition to
20 snoring. The first of these was the Popitz Pillow,
21 which came in in 2002. It was similar to the previous
22 pillow in terms of the technology of cervical

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1 positioning to achieve increased patency and stability
2 of the airway. This pillow essentially places the
3 patient or the consumer in the snit position with neck
4 flexed, head extended to stabilize and open the
5 airway.

6 The 510(k) was, in fact, cleared for the
7 snoring and mild obstructive sleep apnea indication in
8 October of 2002. There were numerous factors that
9 went into that decision-making process. First of all,
10 the sponsor had submitted clinical data supporting the
11 effectiveness of cervical positioning and mild
12 obstructive sleep apnea, similar to the evidence
13 presented in the previous slide.

14 There was a recognition that there may be
15 some fuzziness or crossover between patients out there
16 with primary snoring, snoring only in mild obstructive
17 sleep apnea. We know that from night to night, there
18 is a significant variation in patient symptoms and the
19 results of studies from various centers using various
20 criteria. So the distinction between snoring and mild
21 obstructive sleep apnea is not always that clear-cut
22 on individual patients.

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1 Third, we had a long history of safe use
2 for snoring pillows over the counter, as I will get to
3 in a couple of minutes, but basically no significant
4 adverse events have been reported to FDA for snoring
5 pillows for the past ten-plus years.

6 Finally, it was felt that the sponsor had
7 submitted adequate directions for use for an OTC
8 indication. In particular, this pillow did not
9 involve any sort of fitting or specialized
10 measurements that had to be taken like the previous
11 pillow. And it did include all of the warnings,
12 contraindications, and so forth, in terms of
13 instructions to seek medical attention for signs and
14 symptoms of obstructive sleep apnea.

15 So kind of based on all of these factors,
16 it was felt that adequate directions for use had been
17 supplied in submission. And it was cleared in October
18 of 2002. Since that time, we have received one
19 additional 510(k) for the indication of mild
20 obstructive sleep apnea and snoring. It's the Soma
21 Pillow. It was cleared in April of this year based on
22 clinical data with the pillows supplied by the sponsor

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1 as well as consideration of the other factors
2 mentioned for the Popitz Pillow.

3 So, in summary, we have basically three
4 pillows cleared for mild obstructive sleep apnea,
5 snoring, one of which is a prescription device and
6 these two of which are over-the-counter.

7 I would like to finally move on to the
8 category that we are terming "mandibular support
9 devices." These devices are essentially those that
10 support the mandible in the closed position. I
11 downloaded some pictures of CPAP chin straps from the
12 Web. This is basically what we're talking about when
13 we speak of mandibular support devices. They're
14 basically supporting the mandible in the closed
15 position.

16 Like snoring pillows or cervical pillows,
17 we have no classification regulation for mandibular
18 support devices. In fact, we have received no
19 510(k)'s for these devices to date. The reason why I
20 am mentioning them during this meeting is that we have
21 received numerous informal queries from industry
22 regarding the types of studies and the types of data

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1 that would be required to support safety and
2 effectiveness of these devices for either snoring
3 and/or obstructive sleep apnea.

4 In general, the literature that has been
5 cited in support of these types of devices are those
6 such as I have shown here, which basically show that
7 the mouth open position is associated with increased
8 collapsibility of the upper airway and a narrowing of
9 the airway, so the presumption being closure of the
10 mouth with one of these support devices would enhance
11 patency and stability of the airway. So I raise this
12 as a possibility of things that we might be seeing in
13 the future.

14 Finally, I would just like to give you a
15 brief overview of our post-market adverse event
16 experience with these three categories of devices. We
17 did a search of our computerized database, the MAUDE
18 database, which captures both voluntary and mandatory
19 adverse event reports dating back to the early '90s.
20 With respect to nasal dilators, we have had four
21 adverse event reports.

22 Two were related to skin irritation with

1 the use of an external nasal dilator, nasal strip.
2 One reported eye irritation related to use of a nasal
3 strip, although it was unclear how the eye irritation
4 was tied to use of the device.

5 Finally, we have one report of an internal
6 nasal dilator that was actually displaced into the
7 posterior nasal cavity. We have received no adverse
8 event reports for cervical pillows for the snoring and
9 obstructive sleep apnea indication to date.

10 Finally, even though we have had no
11 510(k)'s for the mandibular support devices, we do
12 have one event reported in the database of transient
13 airway obstruction in a patient using an illegally
14 marketed device. They basically woke up gasping for
15 air, pulled off the strap. Fortunately, there was no
16 significant sequelae related to that, but it was
17 reported in our database.

18 In general, the ten-plus-year experience
19 with these devices has demonstrated that there have
20 been relatively few adverse events reported. And
21 those reported have, by and large, been minor in
22 nature.

1 That being said, I think it's given that
2 there is a significant under-reporting of minor
3 adverse events. Dr. Mair has published a very nice
4 study, prospective study, of experience in a patient
5 population with these over-the-counter devices. As I
6 understand it, a number of those patients experienced
7 some minor adverse events. So I'm hoping this
8 afternoon perhaps he can share the knowledge that he
9 gained from conducting that study with us.

10 So that concludes my portion of the
11 presentation. If there are no questions, I will turn
12 things over to Dr. Kevin Mulry, who will be discussing
13 the dental devices and their history.

14 CHAIRPERSON GULYA: I think in view of the
15 time, we will proceed with Dr. Mulry's presentation.
16 Then we can hopefully interweave questions after we
17 have our open public hearing session before we dive
18 into our deliberations. Thank you very much, Eric.

19 DR. MULRY: Good morning. I would also
20 like to add my welcome to the panel and thank you for
21 taking the time today to come and join us in this very
22 important discussion of devices for the treatment of

1 snoring and/or obstructive sleep apnea.

2 EXECUTIVE SECRETARY S. THORNTON: Kevin,
3 you can move that up to your mouth.

4 DR. MULRY: Thank you.

5 EXECUTIVE SECRETARY S. THORNTON: But we
6 need you to speak closely into it.

7 DR. MULRY: Okay. Dr. Mann has presented
8 the ENT Branch's perspective on the regulation of
9 these devices. I am now going to present the Dental
10 Branch's perspective on the regulation of these
11 devices.

12 So the scope of the dental devices that
13 we're going to discuss today includes intraoral
14 devices only. They are devices that are fitted over
15 the teeth and tongue and are removable. I want to
16 reiterate that the discussion to date does not include
17 implantable devices, surgical devices, CPAP, or
18 diagnostic devices.

19 The regulatory history for the dental
20 devices is that the panel met, the Dental Products
21 Advisory Committee, met in November 1997 to classify
22 intraoral devices for the treatment of snoring and

1 obstructive sleep apnea.

2 The panel recommended that these devices
3 be classified into Class II with special controls in
4 order to provide reasonable assurance of the safety
5 and effectiveness of these devices. This means that
6 sponsors need to submit a 510(k) or pre-market
7 notification to the agency for market clearance. And
8 a special Class II special controls guidance document
9 was published in 2002 as the special control for this
10 Class II regulation.

11 In some sponsors, one of the impetuses for
12 the meeting today is that sponsors have requested that
13 these devices be made over the counter. That is the
14 reason we are asking for your input today as to what
15 data sponsors should submit to provide reasonable
16 assurance of safety and effectiveness for
17 over-the-counter use for dental devices.

18 Intraoral devices are cited in the Code of
19 Federal Regulations under 21 CFR 872.5570. The
20 regulation states that intraoral devices for snoring
21 and intraoral devices for snoring and obstructive
22 sleep apnea are devices that are worn during sleep to

1 reduce the incidence of snoring and to treat
2 obstructive sleep apnea. The devices are designed to
3 increase the patency of the airway and to decrease air
4 turbulence and airway obstruction.

5 The agency published a Class II special
6 controls guidance document, which I believe was
7 provided in your panel packs. The document is
8 intended to inform manufacturers regarding the data
9 needed in a 510(k) submission. In developing this
10 guidance document, the agency has considered it the
11 least burdensome approach to resolving the statutory
12 requirements.

13 The guidance document includes the risks
14 to health generally associated with the use of these
15 devices and recommends measures to mitigate the
16 identified risks. The guidance document also includes
17 recommendation for biocompatibility testing for the
18 devices, clinical testing that may be needed based
19 upon the individual devices, and labeling.

20 So what are the types of dental device
21 designs for intraoral devices? The classification
22 includes three basic designs: the tongue retaining

1 devices, the mandibular repositioning devices, and the
2 palatal lifting devices.

3 The tongue retaining device are intended
4 to increase pharyngeal space to improve the patient's
5 ability to exchange air by supporting the tongue in an
6 anterior position.

7 The mandibular repositioning devices are
8 designed to move the mandible into a more anterior
9 position and provide support for the jaw at rest.
10 This is intended to create a larger airway space,
11 thereby decreasing airway turbulence, tissue
12 vibration, and airway obstruction.

13 The palatal lifting devices are designed
14 to lift the soft palate, thereby increasing airway
15 patency. The device is designed to support the soft
16 palate, thereby decreasing tissue vibration and
17 decreasing the intensity of the snoring.

18 Intraoral devices for snoring and
19 obstructive sleep apnea have been cleared for the
20 treatment of snoring and the treatment of snoring
21 and/or mild to moderate obstructive sleep apnea but
22 not severe sleep apnea, and they have been

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1 prescription use only. All dental devices have been
2 prescription use only.

3 This slide demonstrates some examples of
4 the types of device designs. The one on the left is
5 a tongue retaining device. It contains a bulb into
6 which the tongue is placed. And the tongue is held in
7 place by suction.

8 The mandibular aspect here is fitted over
9 the teeth to stabilize the device. And the device is
10 held in this anterior position through the pressure or
11 the resting of this aspect of the device depending on
12 the design against either the lips or the jaw. And
13 also the mandibular aspect since it is fitted to the
14 teeth also prevents the device from moving in a
15 posterior direction.

16 The device on the right is a mandibular
17 repositioning device. It depicts the mandible in an
18 anterior position to centric occlusion or your normal
19 bite.

20 You can see here that in the anterior
21 area, there is an open space for oral breathing. That
22 is one of the things that we have required in all of

1 the submissions for intraoral devices, that there be
2 a mechanism for oral breathing since these devices can
3 be somewhat obstructive due to the nature of the
4 devices. And also we have concerns about those
5 patients who might have nasal congestion.

6 I would also like to point out the
7 mechanism for advancement on this type of device.
8 It's a keyed type of mechanism, which can unless the
9 device can be advanced either by the doctor or the
10 patient and it's a very gradual type of advancement
11 and may be able to advance due to 20 to 40 different
12 types of physicians.

13 I would like to contrast that with the
14 boil and bite mandibular repositioning devices that we
15 are seeing today. These tend to be a thermoplastic
16 material with slotted groves in the anterior of the
17 mandible aspect or the mandibular tray. There's
18 usually a pin or a stylus attached to the maxillary or
19 upper tray that fits into the slot of the lower tray.
20 This then has preset slots or preset advancement
21 settings. And there are usually two or three types of
22 settings on these types of devices.

1 Then on the right is the palatal lifting
2 device, which has a button, which is gradually
3 adjusted in a posterior direction back to the soft
4 palate towards the uvula. This is done in a very
5 gradual fashion because patients need to adjust their
6 gag reflex to the presence of this button as it can be
7 for many patients a difficult adjustment based upon
8 the natural gas reflex. The button is intended to
9 support the soft palate and, therefore, reduce the
10 vibration of the soft palate and reduce the intensity
11 of snoring.

12 Also, I want to go back just for a second
13 and say that the amount of advancement that we usually
14 see with these types of mandibular repositioning
15 devices has a wide range. It is usually about 50 to
16 75 percent of the maximum protrusive position. The
17 slotted mechanism is preset, and the advancements are
18 usually approximately 4 to 5 millimeters for the
19 treatment of snoring and approximately 8 to 10
20 millimeters for the treatment of obstructive sleep
21 apnea.

22 So what are the trends the Dental Devices

1 Branch has seen in the few years with these devices?
2 The majority of the early designs for the mandibular
3 repositioning devices require that a dentist take an
4 individual impression or a custom impression of each
5 individual patient. They contain a lot of orthodontic
6 hardware, hinges, wires, et cetera, and also that they
7 had self-adjusting advancement mechanisms that could
8 be adjusted by either the doctor or the patient.

9 The newer devices that we are seeing --
10 and there has been an increased interest in these --
11 are the boil and bite types of devices. These devices
12 vary in design but tend to have in common that they
13 have a thermoplastic material, which is heated and
14 then placed in the patient's mouth. And they have
15 preset advancement mechanisms.

16 This is important in that we will ask you,
17 the panel, today to consider the different types of
18 designs in the discussion of data that should be
19 submitted to the agency if you were to recommend that
20 over-the-counter devices be approved.

21 I just want to reinforce the concept of
22 the differences in the types of designs. Again, the

1 one on the left is one that is a generic type of
2 device. I will just use this, but there are many
3 different types of devices with a lot more wires and
4 a lot more complexity.

5 The issue here is that for this type of
6 device to be fabricated, it needs the dentist to take
7 an impression of the individual arches, both the upper
8 and lower arches; requires that it be poured in stone;
9 be sent off to a lab; the wires need to be fabricated
10 to fit the individual patient; and then they need to
11 add the advancement mechanism.

12 This is in contrast to the boil and bite
13 types of devices that are noted here that you can see
14 that there are slotted mechanisms on the mandible,
15 some type of pin or stylus on the maxillary or upper
16 aspect, which fits into the slots here.

17 So I just want to draw the contrast in the
18 types of devices that we have. The boil and bite
19 devices don't need to be sent to a laboratory, nor do
20 they need to be customized for each individual
21 patient.

22 The Class II special controls guidance

1 document made labeling recommendations that were based
2 upon the discussion of the Dental Products Panel
3 meeting in 1997. The guidance document lists
4 contraindications of central sleep apnea since these
5 devices, really, the intraoral devices, are intended
6 for obstructive sleep apnea, not central sleep apnea,
7 severe respiratory disorders, severe asthma, et
8 cetera, concerns for obstructing the patient who may
9 already be obstructed. Loose teeth or advanced
10 periodontal disease, these devices, especially the
11 mandibular advancement devices, put a lot of pressure
12 on, in particular, the lower anterior teeth and the
13 upper anterior teeth. And if a patient has loose
14 teeth or advanced periodontal disease, it may
15 compromise the dentition further.

16 We have contraindicated these devices in
17 patients under 18 years of age because we do not
18 believe that they should be used during the growth
19 phases of the jaw and the TMJ. In edentulous
20 patients, these are intended to be fitted over the
21 natural dentition.

22 The guidance document also provides

1 warnings that the use of these devices may cause tooth
2 movement or changes in dental occlusion. That may be
3 a long-term effect of using these types of devices.

4 Dr. Demko will be presenting on those
5 issues a little bit later, gingival or dental
6 soreness, especially the ones that need to be
7 individualized and custom impressions need to be
8 adjusted for each individual patient to prevent
9 impinging on the tissue.

10 And the pressure from the advancement may
11 cause some dental soreness, pain or soreness of the
12 TMJ with the advancement of the mandible. It may
13 stress the TMJ or the muscles surrounding the TMJ,
14 obstruction of oral breathing. And, as I have said,
15 we have required a mechanism for oral breathing on all
16 of these appliances in excessive salivation.

17 So what types of clinical studies has the
18 Dental Branch been reviewing? For simple snoring, the
19 studies have included performance measurements that
20 include the rate of reduction of snoring based on
21 clinical observation. This may be as simple as a
22 recording of snoring pre and post-insertion of the

1 device measuring the intensity or loudness of the
2 snoring.

3 For obstructive sleep apnea, the clinical
4 data includes baseline and post-insertion
5 polysomnograms measuring the apneic events, the
6 apnea/hypopnea index, oxygen saturation, and other
7 measurements. These data are provided in a 510(k)
8 submission when there is a new design dissimilar from
9 designs previous cleared in a 510(k), new technology,
10 or new indication for use.

11 So what differences are there between the
12 Dental Branch and the ENT Branch in regulating these
13 devices? All dental devices for snoring and
14 obstructive sleep apnea are intraoral, and all are
15 prescription devices. That is, no intraoral dental
16 devices for the treatment of snoring and/or
17 obstructive sleep apnea have been cleared as
18 over-the-counter devices.

19 Also, due to the dissimilarities in
20 design, intraoral devices for both snoring and
21 obstructive sleep apnea pose similar risks based on
22 the correct selection and fitting of the appliance, as

1 opposed to perhaps an external nasal strip, for which
2 fitting is not as critical as the selection of the
3 correct device for the treatment of snoring and/or
4 obstructive sleep apnea.

5 As noted in Dr. Mann's presentation
6 earlier, the ENT Branch has cleared over-the-counter
7 devices for snoring and mild obstructive sleep apnea.

8 So why has the Dental Branch cleared these
9 devices as prescription-only devices? These devices
10 present different risks perhaps from the ENT devices.
11 The devices are varied in design. As I have
12 discussed, there are three different designs that are
13 included in the regulation to date. Within those
14 designs, there are subsets of those designs. And also
15 sometimes there are combinations of the designs in one
16 device.

17 And the application based upon the degree
18 of advancement may present some other risks. These
19 devices apply forces on the teeth, tissue, and the
20 temporomandibular joint, which makes correct selection
21 and fitting of the device along with adequate
22 follow-up important in preventing injury.

1 Critical care by a dentist is critical in
2 the diagnosis of periodontal disease, decayed,
3 missing, and filled teeth, the maximum protrusive
4 range and the range at which the mandible should be
5 advanced, the status of the temporomandibular joint,
6 and also the diagnosis of parafunction, such as
7 clenching, grinding, which may impact the type of
8 device that is used and also the fitting of the
9 individual device. All of these assessments are
10 important to the safe use of these devices.

11 The Dental Devices Branch has received
12 clinical protocols from sponsors to support
13 over-the-counter use for the treatment of snoring and
14 anticipate receiving protocols also for obstructive
15 sleep apnea.

16 Some of the issues that have been
17 addressed in these protocols include the intervention
18 of a dentist or other competent intermediary to assess
19 the general health status, the oral health status,
20 and/or the appropriateness of the individual device
21 prior to the patient receiving the device.

22 The Dental Branch has not viewed these

1 protocols as representative of consumer use studies
2 for over-the-counter devices. For example, they do
3 not seem to reflect the experience of a consumer going
4 to a pharmacy, picking a device up off the shelf,
5 taking it home, reading the directions, fitting the
6 device accurately, and then being able to make an
7 assessment as to whether the device is the correct
8 device and also whether the device is effective.

9 Other issues discussed in these protocols
10 include lay person self-assessment of snoring versus
11 obstructive sleep apnea and directions for use for
12 self-fitting the oral appliances and self-assessment
13 of the fit.

14 These are issues that we would like your
15 input in your discussion today to assist us in
16 determining what would be adequate protocols to
17 support over-the-counter use of these devices.

18 As Heather Rosecrans presented earlier,
19 over-the-counter devices require adequate directions
20 for use for the lay person. The questions that have
21 come to the Dental Branch's mind in looking at these
22 devices are: Can the lay person accurately

1 self-diagnose their medical condition? Can the lay
2 person accurately self-diagnose their oral health
3 status? And can the lay person choose the correct
4 oral appliance and fit it accurately such that the
5 device is safe and effective and does not cause
6 adverse events? And also are there different
7 considerations for snoring versus obstructive sleep
8 apnea?

9 We have developed some questions to assist
10 you in your discussion today. What I would like to do
11 is present the three questions that we have developed.
12 These questions apply both to the dental and ENT
13 devices and just hopefully will focus the discussion
14 to assist us in gathering the information that we
15 would hope to receive today.

16 Question 1 is, as noted in FDA's
17 presentation, the following types of devices may be
18 considered for or have already been cleared for
19 over-the-counter status for the indications of snoring
20 and/or obstructive sleep apnea. Please discuss the
21 risks and benefits of allowing devices to be marketed
22 over the counter for the treatment of snoring and also

1 mild, moderate, and severe obstructive sleep apnea.

2 And, in particular, please discuss the
3 overall risk-benefit ratio assessment as it relates to
4 the level of disease severity and discuss the
5 potential risks related to delay in professional
6 diagnosis and treatment resulting in over-the-counter
7 availability or use of these devices.

8 We have developed a chart to go along with
9 question 1, which lists the different types of
10 devices, and then the snoring and the different
11 degrees of obstructive sleep apnea and whether these
12 devices have been presently cleared as prescription or
13 over-the-counter devices.

14 Question 2, if after your discussion of
15 question 1 you believe that certain devices would be
16 appropriate for over-the-counter treatment of
17 obstructive sleep apnea, please discuss the following:
18 how adequate product labeling can be written to assist
19 the user in self-diagnosing and differentiating the
20 severity of obstructive sleep apnea he or she is
21 experiencing to ensure proper use and also any other
22 general or specific labeling restrictions which you

1 believe would be appropriate for over-the-counter
2 devices to treat snoring and/or obstructive sleep
3 apnea; for example, any specific types of
4 contraindications, warnings, or precautions which you
5 believe should appear in the device labeling.

6 And then the final question is, please
7 discuss the following aspects of the clinical data
8 which may be appropriate to be included in marketing
9 submissions for snoring and/or obstructive sleep
10 apnea: a) the general clinical study design,
11 including control group, if needed; b) the endpoints
12 which would be acceptable for the assessment of the
13 effectiveness of treatment; c) the degree of
14 improvement for each of the endpoints which would be
15 clinically meaningful assuming an acceptable adverse
16 event profile; d) the specific adverse events, if any,
17 which should be carefully assessed by FDA from the
18 clinical trial; e) whether any of the responses to
19 3(a) through 3(d) would be different based on the
20 severity of snoring and/or the degree of obstructive
21 sleep apnea: mild, moderate, or severe; f) any
22 specific considerations in trial design for

1 over-the-counter indications; and g) any specific
2 device types or indications which would not require
3 clinical data. Again, we will put these questions up
4 later for you to assist you in your discussion of this
5 topic.

6 I want to thank you for the opportunity to
7 present today. And I will answer any questions if you
8 want.

9 CHAIRPERSON GULYA: Thank you, Dr. Mulry.
10 I think in view of the time, what we will do is we
11 will hold questions for all of you speakers, Ms.
12 Rosecrans, Dr. Mann, and yourself, of when we start to
13 embark upon our deliberations. So thank you very
14 much.

15 DR. MULRY: Thank you.

16 OPEN PUBLIC HEARING SESSION

17 CHAIRPERSON GULYA: Next on the agenda is
18 the open public hearing segment, for which we have 30
19 minutes allocated.

20 While I am going through the rest of this
21 material, I see that we have five presenters listed
22 here: Dr. Steven Merahn, Dr. Lawrence Epstein, Dr.

1 Kent Moore, Dr. Keith Thornton, and Mr. George Dungan.
2 If you would be so kind as to arrange yourselves in an
3 order so you could be proximal to the microphone so as
4 to minimize transition time in between speakers, that
5 would much appreciated.

6 The open public hearing segment provides
7 the opportunity for members of the public who have an
8 interest in addressing the panel on today's topic;
9 i.e., over-the-counter/prescription use for devices
10 for the treatment of snoring and/or obstructive sleep
11 apnea.

12 Each presenter should state clearly for
13 the record their name; affiliation; interests in the
14 topic at hand; any consulting arrangements or
15 financial interest with medical device firms; and if
16 travel expenses have been paid, by whom.

17 Now, I have been asked by the FDA to read
18 this into the record. This is the introduction to the
19 open public hearing general matters meeting. Both the
20 Food and Drug Administration and the public believe in
21 a transparent process for information-gathering and
22 decision-making. To ensure such transparency, at the

1 open public hearing session of the Advisory Committee
2 meeting, FDA believes it is important to understand
3 the context of an individual's presentation.

4 For this reason, FDA encourages you, the
5 open public hearing speaker, at the beginning of your
6 written and oral statement to advise the Committee of
7 any financial relationship that you may have with any
8 company or any group that is likely to be impacted by
9 the topic of this meeting. For example, the financial
10 information may include a company's or group's payment
11 of your travel, lodging, or other expenses in
12 connection with your attendance at the meeting.

13 Likewise, FDA encourages you at the
14 beginning of your statement to advise the Committee if
15 you do not have any such financial relationships. If
16 you choose not to address this issue of financial
17 relationships at the beginning of your statement, it
18 will not preclude you from speaking.

19 So, as I said, we have 30 minutes for this
20 session. We have a number of speakers. And I
21 understand all of you have been asked to hold your
22 comments to five minutes. And out of fairness to all,

1 I ask you that you hold yourself to these limits.

2 I do have one of these neat little timing
3 devices that hopefully I can use without blowing this
4 all up. We will try and use that to help encourage us
5 to stay on time.

6 So we have as our first open public
7 speaker Dr. Steven Merahn.

8 EXECUTIVE SECRETARY S. THORNTON: Either
9 the podium or the table, whichever is more comfortable
10 for you.

11 DR. MERAHN: Good morning, everybody.
12 Thank you.

13 EXECUTIVE SECRETARY S. THORNTON: Dr.
14 Merahn, do you think we could dispense with the slides
15 at this time in the interest of time?

16 DR. MERAHN: I don't have slides. I'm
17 just going to read off my screen instead.

18 EXECUTIVE SECRETARY S. THORNTON: Okay.
19 Fine.

20 DR. MERAHN: No, I wouldn't put you
21 through that. I'm a no PowerPoint.

22 EXECUTIVE SECRETARY S. THORNTON: Okay.

1 I wanted to make sure you got your full five minutes
2 here.

3 DR. MERAHN: Okay. Good morning,
4 everybody. Thank you. Thank you for allowing me to
5 present today.

6 I am a physician and founder of the
7 American Academy of Sleep Disorders Dentistry, which
8 is a private education and professional services
9 organization with the objective of increasing the
10 number of patients identified and treated for
11 airway-relate sleep disorders via collaboration
12 between physicians and dentists.

13 It is our position that a collaborative
14 interdisciplinary approach to sleep disorders
15 management offers the most responsible and effective
16 means of reducing the significant public health and
17 economic impact of obstructive apnea.

18 Our founding members include over 40
19 dental and medical professionals from all over the
20 country, mostly from working knowledge in the use of
21 oral appliances for the treatment of sleep disorders
22 as well as TMJ and other forms of craniofacial pain.

1 The academy is almost entirely funded by
2 fee for service for educational and professional
3 activities. I have no other related conflicts of
4 interest. And, in fact, the funding for my trip today
5 came out of my own pocket.

6 The specific question at hand today is
7 whether oral appliances for airway-related sleep
8 disorders, such as snoring and sleep apnea, should be
9 permitted to be sold over the counter or should remain
10 prescription devices.

11 On that question, our recommendation is
12 that they remain prescription devices, largely
13 because: first, the risks of self-diagnosis are too
14 high. There was a complex differential diagnosis
15 associated with the signs and symptoms of
16 airway-related sleep disorders, the primary symptom
17 excessive daytime sleepiness, is a symptom of many
18 serious medical conditions, including anemia,
19 hyperthyroidism, and others.

20 While we do not believe that a full
21 polysomnography is required to diagnose an
22 airway-related sleep disorder, a trained health

1 professional and in our vision a physician-dentist
2 team should be involved in the screening, assessment,
3 and diagnostic process.

4 Second, there are potential adverse events
5 related to the airway jaws. Tongues and teeth tend to
6 be associated with unmonitored mandibular positioning.
7 Oral appliances are serious therapy and can have a
8 significant adverse impact on airway function if not
9 properly fitted for optimal therapeutic efficiency.
10 There is no one size fits all solution. The
11 literature is quite clear that the efficacy is largely
12 a function of the degree to which the appliance is
13 titrated to patients' anatomy.

14 However, the issues underlying the
15 specific question in front of you today should not be
16 lost. The interest in over-the-counter status for
17 oral appliances is driven by the compelling need to
18 manage the overwhelming public health threat posed by
19 airway-related sleep disorders.

20 As I am sure the Committee is aware, sleep
21 apnea affects millions of individuals, more than
22 asthma and diabetes and is increasingly recognized as

1 a cause of hypertension and cardiovascular events as
2 well as impairments of cognitive function,
3 interpersonal relationships, and workplace
4 productivity.

5 Our academy recently commissioned a study
6 which looked at the public health and economic impact
7 of current treatment paradigms compared to our
8 collaborative therapy model. While these data are
9 being prepared for publication, I would like to share
10 one or two conclusions with the Committee.

11 While CPAP is the gold standard of
12 treatment with virtually 100 percent efficacy after
13 titration, the data on compliance does not support
14 CPAP as meeting the public health needs related to
15 apnea.

16 There are some patients who with a more
17 properly fitted and evaluated oral appliance will
18 offer 100 percent efficiency without the burden of
19 disruption of CPAP, but for even those who do not
20 receive 100 percent efficiency, there is a compelling
21 reason to use oral appliances to manage OSA.

22 Our study developed a population impact

1 factor for each therapy, a therapeutic index derived
2 from fixed appliance data. For oral appliances, the
3 impact factor is 60 percent. While CPAP is
4 approximately 45 percent, this population impact
5 factor is derived from efficacy and compliance data.

6 Based on these findings, oral appliances
7 should be repositioned, so to speak, as a first-line
8 therapy in a step-wise approach to management using a
9 collaborative primary care model. This will
10 significantly reduce the costs associated with sleep
11 apnea.

12 Untreated apnea adds approximately \$1,800
13 to the lifetime costs associated with MI and stroke.
14 Based upon our population impact factor, oral
15 appliances will lower that cost to \$650 while CPAP
16 actually only lowers it to \$993.

17 If we substitute oral appliances for any
18 percentage of patients entering the system, we will
19 save significant amounts of money with little
20 epidemiologic impact. In fact, the academy supports
21 the increased use of oral appliances as first-line
22 treatment for airway-related sleep disorders in a

1 collaborative care model but does not support their
2 becoming available over the counter.

3 And while this may not be in the
4 Committee's purview, we recommend shifting the
5 responsibility for the treatment of apnea to an
6 interdisciplinary team of physicians and specially
7 trained dentists as a method to achieve the public
8 health objectives but alleviate the risks of
9 self-diagnosis and unmonitored treatment associated
10 with OTC oral appliances.

11 Thank you.

12 CHAIRPERSON GULYA: Thank you very much.

13 DR. MERAHN: I can breathe now.

14 CHAIRPERSON GULYA: Yes, you can. Any
15 pressing questions from the panel for Dr. Merahn?

16 (No response.)

17 CHAIRPERSON GULYA: Okay. Thank you very
18 much.

19 DR. MERAHN: Thanks.

20 CHAIRPERSON GULYA: We will next proceed
21 to Dr. Lawrence Epstein.

22 DR. EPSTEIN: Good morning. Thank you for

1 the opportunity to speak on this issue. My name is
2 Larry Epstein. I am Board-certified in sleep medicine
3 and head a sleep medicine specialty group in Boston,
4 Massachusetts. I am instructor of medicine at Harvard
5 Medical School and the President-Elect of the American
6 Academy of Sleep Medicine, the organization I am
7 representing today and who has paid for my travel
8 expenses.

9 The AASM is the professional organization
10 for the subspecialty of sleep medicine. The AASM
11 publishes practice guidelines and diagnostic criteria
12 to help provide the best care for patients with sleep
13 disorders.

14 I have no other financial conflict of
15 interest with respect to the issue of oral appliances.

16 Our organization and the individuals it
17 represents are concerned about the consequences of
18 possible over-the-counter use of oral appliances to
19 treat snoring and obstructive sleep apnea. Making
20 these over-the-counter devices will increase their
21 availability but likely will not improve the care of
22 patients with obstructive sleep apnea.

1 Oral appliances are valuable tools in the
2 treatment of sleep apnea. Multiple studies have shown
3 their effectiveness for mild to moderate but not
4 severe obstructive sleep apnea.

5 A review by the AASM using strict
6 evidence-based review methodology, which is included
7 in our packet to you, which you should have, found
8 that oral appliances, though not as effective as
9 continuous positive airway pressure, were effective in
10 over half of the patients with sleep apnea. However,
11 they are not uniformly effective and have some
12 significant complications. For these reasons, the use
13 of oral appliances requires thorough evaluation and
14 follow-up by medical and dental personnel.

15 Several more recent reviews, which include
16 randomized trials in larger numbers, have reaffirmed
17 the findings in the original review paper.

18 I would like to address two specific
19 questions from the Committee, though I have tried to
20 answer all of the questions in my written submission
21 to you. First, what is the ability of the patient to
22 self-diagnose and treat sleep apnea? The most common

1 symptoms of OSA are snoring and daytime sleepiness,
2 which are sensitive but not specific for sleep apnea.
3 People trying to eliminate their snoring are often not
4 aware that snoring is a marker for the presence of
5 sleep apnea.

6 Differentiating snoring from OSA can be
7 difficult for a trained physician, much less the
8 patient. For example, in a young, non-obese person
9 under 40 years of age, body mass index of less than
10 27, whose only symptom is snoring with no daytime
11 sleepiness or episodes of observed stopping breathing
12 at night, the chance of having obstructive sleep apnea
13 can still be up to 25 percent.

14 Additionally, since obstructive sleep
15 apnea occurs while the person is asleep and unaware,
16 people are poor judges of the presence of sleep apnea.
17 Use of an over-the-counter oral appliance may improve
18 the symptom of snoring but leave the apnea untreated.

19 I feel our organization is particularly
20 well-suited to answer the next question. What is the
21 role of medical and dental providers in the diagnosis,
22 treatment, and follow-up of snoring and sleep apnea?

1 It can be difficult to differentiate
2 between snoring and sleep apnea by symptom alone.
3 Multiple studies have shown that thorough clinical
4 evaluation plus objective testing, such as a sleep
5 study, are required to establish both the presence and
6 severity of OSA accurately.

7 Patients who try to eliminate their
8 snoring with an over-the-counter device might delay or
9 avoid appropriate evaluation and remain untreated for
10 sleep apnea. This increases their risk of developing
11 hypertension and other cardiovascular diseases and
12 increases the likelihood of workplace and automobile
13 accidents due to preventable hypersomnolence.

14 The FDA has approved over 30 oral
15 appliances for the treatment of sleep apnea or
16 snoring. They have different mechanisms and different
17 degrees of change in airway shape. It is essential
18 that a dental professional trained in the role of oral
19 appliances and the treatment of sleep apnea and
20 snoring as well as all aspects of oral health and
21 dental occlusion be involved in determining the
22 appropriate device and ensuring appropriate fit.

1 Although effective and well-tolerated,
2 oral appliances are not always successful, often
3 require modification, and have both mild and
4 significant complications. Jaw and teeth discomfort
5 and excessive salivation are commonly reported and can
6 be resolved with dentist-supervised adjustment of the
7 device.

8 Later complications include
9 temporomandibular joint discomfort and changes in
10 occlusive alignment, which can lead to chronic pain
11 and difficulty eating. Follow-up by medical and
12 dental care providers is essential for prevention and
13 treatment of these problems.

14 Because oral appliances are not successful
15 at eliminating sleep apnea in everyone, it is
16 essential that the patients be checked for
17 effectiveness of the device. Partial but ineffective
18 treatment can mask the preventive symptom of snoring
19 while leaving the most serious sleep apnea untreated.

20 The AASM has published a clinical practice
21 parameter based on evidence-based literature review to
22 guide practitioners in the use of devices. This paper

1 is also in your packet.

2 Our recommendations include the following.

3 One, the presence or absence of sleep apnea must be
4 determined before initiating treatment. Two, oral
5 appliances should be fitted by qualified personnel who
6 are trained and experienced in the overall care of
7 oral health and temporomandibular joint, dental
8 occlusion, and associated oral structures.

9 Oral appliances may aggravate TMJ disease
10 and may cause dental misalignment and discomfort.
11 Follow-up care by dentists is necessary to assess the
12 development in any of these complications.

13 In summary --

14 CHAIRPERSON GULYA: Okay. Thank you.
15 Summarize real quick, please.

16 DR. EPSTEIN: Okay. Oral appliances are
17 valuable tools, but they need to be applied and
18 managed by physicians and dentists trained in the
19 treatment of sleep disorders and the management of
20 dental health. Our organization and the practitioners
21 it represents requests that you not change the
22 guidelines at this time and do not make them

1 over-the-counter devices.

2 Thank you.

3 CHAIRPERSON GULYA: Thank you. Next we
4 will hear from Dr. Moore.

5 DR. MOORE: Good morning. My name is Kent
6 Moore. I am a Board-certified oral surgeon. And a
7 segment of my practice in Charlotte, North Carolina
8 focuses on treating patients with sleep-related upper
9 airway breathing disorders. I am the mediate past
10 Chairman of the American Association of Oral and
11 Maxillofacial Surgeons Clinical Interest Group on
12 Sleep-Related Breathing Disorders and Obstructive
13 Sleep Apnea and currently serve as the President of
14 the Academy of Dental Sleep Medicine.

15 The ADSM, the international organization
16 representing general dentists, physicians, oral
17 surgeons, orthodontists, prosthodontists, and
18 pedodontists sharing a specific interest in oral
19 appliance therapy and jaw surgery for treatment of
20 sleep-related breathing disorders, is grateful for the
21 opportunity to address the FDA regarding consideration
22 of over-the-counter use of oral appliances.

1 I have no financial interest in this
2 discussion, and my travel expenses have been paid for
3 by my academy.

4 The ADSM is strongly opposed to OTC use of
5 oral appliances and feels that allowing OTC use would
6 present a significant risk to the greater public
7 health. We do not feel there is sufficient data from
8 the body of scientific and professional literature
9 that substantiates the safety and efficacy of oral
10 appliances utilized in this manner and recognize that
11 unsupervised utilization of these types of appliances
12 will cause significant morbidity to the population
13 involved as well as have detrimental effects in
14 preventing or delaying the diagnosis and proper
15 treatment of the underlying sleep-related upper airway
16 disorder.

17 The explanation for this position is
18 clarified below in our response to the specific
19 questions asked by the panels. That is, what is the
20 role of the medical/dental provider in the diagnosis,
21 treatment and follow-up of snoring and sleep apnea?

22 The ADSM's clinical treatment protocol,

1 which is attached in our written documents, documents
2 our position that the diagnosis or absence of OSA and
3 differentiation of primary snoring from OSA can only
4 be performed by a qualified sleep physician and
5 treatment therein coordinated and directed by the
6 diagnosing sleep physician. Referral from the sleep
7 physician after proper diagnosis is made to the
8 treating dentist is necessary prior to fabrication of
9 an oral appliance. These recommendations adhere to
10 the current American Academy of Sleep Medicine
11 Clinical Practice Parameter.

12 Much of the effort of the ADSM is directed
13 toward training our membership regarding the
14 complexities of upper airway pathophysiology and need
15 for sleep medicine. In order to modify complications
16 of therapy, once an oral appliance has been
17 fabricated, the patient must be followed clinically
18 for the length of time that the appliance is being
19 utilized.

20 What is the ability of the patient to
21 self-diagnose and treat obstructive sleep apnea?
22 Properly diagnosing the presence and severity of upper

1 airway disorders is a complex and potentially
2 complicated exercise. The position of the ADASM is
3 that accurate self-diagnosis on the part of the
4 patient is not a reliable method for diagnosis.

5 People trying to eliminate their snoring
6 are often not aware that snoring is a marker for the
7 presence of OSA. Differentiating snoring from OSA can
8 be difficult for sleep physicians without the use of
9 objective testing, much less an untrained person.

10 Use of OTC oral appliances may improve the
11 symptom of snoring but leave the OSA untreated,
12 exposing the person to the risk of developing
13 hypertension and cardiovascular disease as well as
14 increased rates of workplace and motor vehicle
15 accidents.

16 Also essential prior to treatment is the
17 need for proper diagnosis of the severity of the upper
18 airway disorder in order to help direct the proper
19 intensity of therapy. The literature documents that
20 oral appliances are statistically more beneficial in
21 patients with mild to moderate OSA; whereas, those
22 patients with more severe degrees of OSA possess a

1 less statistical chance of obtaining a cure with oral
2 appliance therapy.

3 Allowing any user to obtain an OTC version
4 of an oral appliance and treat themselves without
5 proper diagnosis exposes many patients to potential
6 under or inadequate treatment of their airway
7 disorder.

8 Additionally, when a user fails to get an
9 adequate response from a fixed position OTC version of
10 oral appliances, their willingness to pursue a more
11 professional and therapeutic version of an oral
12 appliance will most likely be tempered.

13 Data regarding safety and efficacy of oral
14 appliances utilized in this OTC manner, preferably
15 performed by entities devoid of a profit motive or
16 other conflicts of interest, would be required prior
17 to an OTC intended use decision. Data to this effect
18 is currently lacking. The long-term impact of oral
19 appliance therapy on TMJ function within the body of
20 scientific literature also is currently lacking.

21 Adequate device labeling would require
22 complete descriptions of the symptoms, causes, and

1 consequences of obstructive sleep apnea; the need for
2 appropriate medical evaluation for OSA, including the
3 differentiation of primary snoring from OSA and the
4 relationship of snoring to OSA; and an overview of the
5 mechanisms of oral appliances.

6 Consumers would need to be warned that
7 treating their snoring may not eliminate OSA, even
8 without other symptoms being present, resulting in
9 silent apnea. Patients should be advised to contact
10 their health care providers for any suspicion of OSA
11 or if the devices are unsuccessful in eliminating
12 snoring.

13 Consumers would also need to be warned of
14 the following serious potential adverse events, as
15 mentioned by a previous speaker. True, there are OTC
16 appliances available to the public for treatment of
17 tooth grinding or bruxism, but these appliances are
18 not being asked to do what an advancement appliance is
19 doing and do not bear the same type of forces being
20 brought to bear for patients with OSA. Considering
21 these forces, the potential for adverse effects is
22 greatly magnified compared to these bruxism or mouth

1 guard appliances.

2 In conclusion, the ADSM strongly opposes
3 making oral appliances available for OTC use. Oral
4 appliances can be effective therapy for snoring and
5 OSA, particularly in mild to moderate, severe OSA.
6 However, the difficulty in differentiating between OSA
7 and snoring, the need for clinical evaluation and
8 physiologic testing and the potential for significant
9 complications listed above, particularly in lieu of
10 clinical data showing safety and effectiveness in an
11 OTC model, make it essential that oral appliances be
12 provided under the direction and care of medical and
13 dental personnel trained in the management of patients
14 with sleep disorders.

15 CHAIRPERSON GULYA: Thank you, Dr. Moore.

16 Any questions from the panel for Dr.

17 Moore?

18 (No response.)

19 CHAIRPERSON GULYA: No. Okay. Thank you.

20 Dr. Thornton?

21 DR. K. THORNTON: Thank you. I'm Dr.

22 Keith Thornton. I'm in the private practice of

1 dentistry in Dallas, Texas. I am the owner of Airway
2 Management, Incorporated, which makes the TAP oral
3 appliance.

4 I also have a number of other inventions.
5 I am now part of the visiting faculty at Baylor
6 College of Dentistry Department of Orthodontics. I
7 have taught there in treating temporomandibular
8 disorders and have taught at Pankey Institute the last
9 30 years. I am a consultant to Wilford Hall and to
10 the Army in oral appliances and have worked for a
11 number of people, including the Academy of Dental
12 Sleep Medicine.

13 My issue today really is to come and say
14 as a practitioner, I have treated probably 300
15 patients a year for the last ten years. And I have
16 given some pictures to you of the morbidity that is
17 caused by these devices. The device that I have
18 developed can move the jaw beyond maximum protrusion
19 in what we call passive stretch position, must beyond.

20 If you look at the publication by Jeff
21 Pancer and the editorial afterwards, it says now that
22 we can treat severe sleep apnea -- and that is what we

1 are treating. That is who I treat. I treat the
2 people that are non-compliant severe sleep apneics.

3 In that picture, as you see, the patient
4 was a 95-year-old patient that is in Class I occlusion
5 when I started treating him in '93. By '97, he was
6 seven millimeters forward of that position. And that
7 was a permanent position.

8 He stopped wearing the appliance in about
9 '99 to 2000. And he has not worn the appliance since.
10 He has no sleep apnea, and it is almost like I did
11 orthomastic surgery on him.

12 I have seen that in about four and a half
13 percent of my cases. It is a frightening thing when
14 we see that. I have decided not to take my device and
15 make it even a non-custom appliance because I do not
16 feel that it needs to be in the hands of anybody that
17 is a non-dentist. And I am talking about physicians,
18 anybody else that is a non-dentist, even a
19 professional. So my determination as a company is to
20 keep it within the dental profession.

21 As far as the warnings and labeling, we
22 have just finished going through our booklets on

1 clinician instructions and made a lot of changes,
2 including in our packets, some really significant
3 things that I think are important.

4 One of these you will see in the next
5 pictures over are pictures of what we call our
6 exercise bite tabs. They go into every one of our
7 boxes. And it's one of the things that when I teach
8 dentists -- and I have taught at all of the meetings.

9 I said the most critical thing that you do
10 every morning is get the mandible back in the right
11 position and teach the patient so that they can feel
12 their back teeth every morning. If they don't do that
13 within three weeks, I've seen it where they cannot get
14 their teeth back into centric occlusion where they
15 can't get their back teeth together.

16 We are now working with the head of the
17 Orthodontic Department and looking at doing dog
18 studies in effecting what we are really doing with
19 this jaw joint and how it functions. It can cause
20 very significant morbidities. As a practitioner and
21 as a manufacturer, I don't think it is ethical for me
22 to come out with something that is any less than a

1 device that is made by dentists.

2 Thank you.

3 CHAIRPERSON GULYA: Thank you very much,
4 Dr. Thornton.

5 Do we have any questions for Dr. Thornton?

6 (No response.)

7 CHAIRPERSON GULYA: Thank you. And,
8 lastly, we will have Mr. George Dungan.

9 MR. DUNGAN: Thanks very much for the
10 opportunity to participate today. Respiroics is a
11 leading manufacturer of sleep and respiratory
12 products. I'm the manager of clinical affairs, and
13 I'm here in that capacity.

14 Our focus at this meeting concerns two
15 important opportunities to improve patient care;
16 specifically, over-the-counter treatment of snoring
17 with appropriately tested and effectively used oral
18 appliances and over-the-counter use of screening tools
19 for sleep apnea. As you have heard, sleep disordered
20 breathing affects millions of Americans and is largely
21 under-diagnosed and under-treated.

22 Obstructive sleep apnea affects at least

1 18 million Americans, with up to 80 percent
2 undiagnosed currently. At the other end of the sleep
3 disordered breathing spectrum, snoring is a noxious
4 condition that often prompts some intervention or at
5 least accommodation by sufferers.

6 Many OTC treatments are promoted for the
7 treating of snoring, although none have proved
8 clinical evidence as to their overwhelming efficacy.
9 On the other hand, efficacy has been established by
10 the many prescription devices that have been cleared
11 by the FDA to treat snoring. Many of these are oral
12 appliances, the safety and efficacy of which have been
13 demonstrated through clinical trials over the past ten
14 years.

15 OTC clearance for oral appliances to treat
16 snoring focuses on two questions: first, whether the
17 treatment of snoring would prevent a user from seeking
18 treatment for a potentially more serious condition,
19 such as OSA; and, second, whether a user can
20 successfully choose, fit, and treat the snoring on
21 their own. Both of these risks are mitigated through
22 education and labeling.

1 The ability of adequate instructions in
2 labeling to permit the safe and effective use of OTC
3 products has been demonstrated by the numerous
4 clearances associated with other OTC medications and
5 devices. These products show that consumers can
6 readily understand when a medication or device is
7 right for them, how to properly use the product, and
8 when to seek medical assistance.

9 The same model can be applied to an OTC
10 oral appliance. Such devices will need to include
11 specific warnings and educational information for
12 determining proper fit and use of the appliance.

13 Further, labeling and instructions should
14 help users identify obstructive sleep apnea. The
15 instructions should direct patients to seek medical
16 attention if they currently have symptoms of OSA, if
17 their condition does not improve, or if they
18 experience discomfort or side effects from use of the
19 device. We believe that any OTC device must also
20 include a clear directive to the patient to include
21 the appropriate clinician as a partner, even in their
22 self-treatment.

1 FDA clearance of an OTC oral appliance
2 should be supported by adequate clinical data,
3 demonstrating the safety, efficacy, and useability of
4 the device. These data would need to be submitted to
5 the FDA for review prior to clearance and should
6 address the following: compliance with FDA guidance
7 on oral appliances; studies of long-term effects of
8 continuous use of the device; demonstrated therapeutic
9 efficacy; and, finally, demonstrated useability.

10 An important consideration for the use of
11 OTC appliances is the adequate identification of the
12 likelihood of obstructive sleep apnea. Thus, OTC
13 screening for OSA is tied to these appliances.

14 Patients play a key role in their own transition for
15 personal awareness to diagnoses. To help aid in that
16 transition, we feel that tools raising awareness can
17 help patients overcome that barrier.

18 The availability of at-home OTC screening
19 devices for OSA will enable patients to move more
20 readily towards appropriate diagnosis and treatment by
21 a clinician. Failing to substantially address OTC
22 screening may, in fact, perpetuate significant

1 under-diagnosis of OSA.

2 Such OTC devices for use in the home by
3 untrained patients would need to meet several
4 requirements. First, the device must have the
5 appropriate level of sensitivity to identify sleep
6 apnea while maintaining a low rate of false negatives.
7 Manufacturers should provide the FDA with clinical
8 data comparing the results of the OTC use in the home
9 to the results of subsequent formal diagnostic
10 procedures.

11 Second, user validation studies should be
12 submitted to the FDA, demonstrating that the patient
13 can properly determine that the device is appropriate
14 for their signs and symptoms; use the device;
15 understand the labeling; and, finally, understand the
16 results.

17 We feel very strongly that any OSA
18 screening device should deliver unambiguous results,
19 results that are not subject to interpretation such
20 that a patient would definitively know whether to seek
21 further medical assistance for their OSA.

22 CHAIRPERSON GULYA: You need to be

1 wrapping up.

2 MR. DUNGAN: In summary, Respironics
3 believes that the OTC availability of oral appliances
4 for snoring and, finally, oral screening aids is
5 extremely important to reach a large at-risk
6 under-served population. When supported by proper
7 data, these two types of products can offer
8 significant benefits to patient management.

9 Thank you.

10 CHAIRPERSON GULYA: Thank you, Mr. Dungan.

11 Any questions for Mr. Dungan?

12 (No response.)

13 CHAIRPERSON GULYA: Okay. Well, with
14 that, our open public hearing session draws to a
15 close. I thank our public speakers for the
16 information they have taken the time and trouble to
17 bring to the panel. I would like to turn to Sally
18 first to see if she has any announcements or anything
19 for the panel.

20 EXECUTIVE SECRETARY S. THORNTON: I don't
21 think so, not at this time, except to say that there
22 will be a second open public hearing session this

1 afternoon of a half-hour duration. And we do have one
2 speaker at that time.

3 CHAIRPERSON GULYA: Well, with that, the
4 panel has already had a pretty busy morning. I
5 propose we take about a 15-minute break and plan on
6 being back here at 10:30. Thank you.

7 (Whereupon, the foregoing matter went off
8 the record at 10:17 a.m. and went back on
9 the record at 10:35 a.m.)

10 CHAIRPERSON GULYA: We now have two panel
11 presentations, the first of which will be by Dr. David
12 Terris. Dr. Terris?

13 DR. TERRIS: Thank you.

14 PANEL PRESENTATIONS

15 DR. TERRIS: Good morning. It's an honor
16 to have the opportunity to address this distinguished
17 group about several issues. I was asked to take sort
18 of an evidence-based approach to answering multiple
19 issues. I want to start by thanking Kenny Pang, who
20 is our sleep surgery fellow with the Medical College
21 of Georgia, who helped with a lot of the background
22 research.

1 So there were three specific issues I was
2 asked to focus on. The first lends itself last to an
3 evidence-based approach, which is simply a defined
4 occurrence of standard of care for diagnosing sleep
5 apnea; secondly, to consider the issue we have heard
6 about already, which is, are patients capable of
7 diagnosing themselves with having sleep apnea based on
8 a series of signs and symptoms; and, then, finally, a
9 related issue, which is, can they, therefore, monitor
10 the effectiveness of treatment utilizing those same
11 signs and symptoms and how does that correlate with
12 objective measures of success?

13 I actually think it is quite important to
14 spend just a few minutes talking about the importance
15 of the diagnosis and treatment of sleep apnea. We
16 have heard a little bit about this.

17 The cardiovascular impact we know from the
18 sleep heart health study now, quite definitely, the
19 impact of sleep apnea, the neurovascular risks, and
20 the risks for motor vehicle accidents. This is an
21 older study but quite clearly shows the impact of
22 sleep apnea on mortality. This is from 1988, patients

1 with an apnea index of more than 20 or less than 20
2 over time untreated, you can see what happens
3 independent of other comorbidities. This is the
4 mortality, the cumulative survival on the y-axis.

5 The sleep heart health study is a very
6 important study put on by Susan Redline and her
7 colleagues at Wisconsin. There has been a series of
8 publications related to this study of over 6,000
9 subjects enrolled. All underwent ambulatory
10 polysomnography. And the most important finding was
11 a very strong correlation of sleep disorders with
12 cardiovascular disease independent of other risk
13 factors.

14 We know about driving while sleeping.
15 It's a terrible problem. National Highway
16 Transportation Safety Administration estimates over
17 50,000 accidents, with 1,500 deaths, due to sleep
18 drivers. Again, this is something we are all familiar
19 with.

20 Something else most people are aware of is
21 the Exxon Valdez crisis, but what many people don't
22 know is that ten years after the catastrophe, it was

1 determined that this was caused by a sleep captain of
2 that ship who probably had an underlying sleep
3 disorder, so very significant ramifications.

4 The scope of the problem, we know that the
5 society is becoming more obese, resulting in increased
6 prevalence of sleep disorders and, therefore,
7 proliferation of products to treat this problem.

8 This simply represents this advancing
9 creep of obesity in society. Of course, coming from
10 Georgia, I am particularly concerned about the dark
11 green because that is more obesity. They are most
12 closely associated with the prevalence of sleep apnea.

13 Not everybody thinks this is a problem,
14 however.

15 (Laughter.)

16 DR. TERRIS: Well, again, proliferation of
17 a number of different products. The snore pills,
18 which come in a regular or allergy-type modification;
19 the snore sprays, which are typically emollients that
20 lubricate the upper airway; and one that we're going
21 to consider I guess today, which is nasal strips, the
22 Breathe Right strip. We have heard a little bit about

1 that. It's important to make sure it's placed
2 accurately and depending on the nasal architecture,
3 make sure you have enough of them.

4 (Laughter.)

5 DR. TERRIS: Oral appliances I'm going to
6 just skip through this. There's a number of different
7 products available, which have different ways that
8 they're manufactured.

9 Okay. So getting to the issue of
10 polysomnography, this was first described in the
11 1950s, popularized by Dement of Stanford in the 1960s
12 and really is considered the gold standard today. And
13 this is what we're talking about. Level I attended
14 polysomnography has a series of monitors that are
15 placed: an EEG monitor to confirm that the patient is
16 in sleep; EOGs to test for REM sleep; EKG monitor,
17 self-explanatory; EMG to evaluate for periodic leg
18 movements, snoring sounds, nasal and oral air flow;
19 and then plethysmography for chest and abdominal
20 movements, as well as pulse oximetry and positional
21 monitors.

22 I have some personal experience with this

1 particular modality, having had a sleep study myself
2 about ten years ago, prior to having some minor
3 snoring surgery.

4 This is what it felt like the day after
5 the study. This is now sleep like you would at home
6 after being hooked up to these monitors. So it's a
7 quite involved process.

8 This is the information that is obtained
9 from the sleep study. So we know that the patient is
10 asleep. We see increasing respiratory effort but no
11 air flow in this patient having an apnea. Therefore,
12 they have a corresponding drop in their oxygen
13 saturation.

14 Therefore, the brain has a choice to make.
15 It wants to stay asleep, but it also need oxygen. So
16 ultimately it usually makes the right choice and
17 awakens so that the muscles surrounding the throat
18 regain tone and you reestablish air flow. And,
19 therefore, the oxygen saturation can go back up to
20 normal.

21 So this is standard polysomnography. And
22 that's in an attended in-hospital study. Ambulatory

1 polysomnography, which you have heard a little bit
2 about, typically involves at least four channels
3 looking at pulse rate, oximetry, some type of measure
4 of air flow, and then abdominal or chest movement.

5 This is I think a very good way of
6 diagnosing sleep apnea. Again, this is the modality
7 that was utilized in the sleep heart health study.
8 However, the ASDA has come out with a position
9 statement in 1994 that ambulatory monitoring is no
10 substitute for attended Level I polysomnography with
11 the exception of rare circumstances, patient can't get
12 to a lab or there is some contraindication to an
13 attended in-house study.

14 There are a series of screening devices
15 that are being investigated. Pulse oximetry has been
16 utilized quite frequently. There are a number of
17 studies examining this particular modality with
18 sensitivity ranging from 23 percent to 90 percent.
19 That is part of the reason why this is really
20 considered to be a non-realizable technique for
21 diagnosing sleep apnea.

22 A couple of more promising techniques.